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ABSTRACT

Based on data from a study of Title I of the Elementary and Secondary Education Act, this report describes the level of nonpublic school student participation in the Title I program during 1981-82, assesses whether nonpublic students receive an equitable share of Title I resources, and examines variables affecting the access of nonpublic students to Title I services and the quality of services received. Following notes on methodology, cross-time comparisons are made of nonpublic students' access to Title I services. Next, the relationship between nonpublic student participation and enrollment patterns in terms of region and urbanicity, the relationship between participation and district size, and the selection of nonpublic school students are discussed. Within-district comparisons with services received by public school students include amount of Title I instruction, class size and pupil-instruction ratio, instructor experience and qualifications, coordination with regular curriculum, location of instruction, and subjects and grade levels. An analysis of the equality of expenditures concludes generally that record-keeping provisions are inadequate for assessing whether nonpublic students are receiving a fair share of Title I services. Effective management strategies for increasing the participation of nonpublic school students and areas for future research are also considered. Additional data are appended. (MJL)

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NONPUBLIC SCHOOL STUDENTS IN TITLE I ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES

Richard Jung

U.S. DEPARTMENT OF EDUCATION
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A SPECIAL REPORT
FROM THE
TITLE I DISTRICT PRACTICES STUDY

NONPUBLIC SCHOOL STUDENTS IN TITLE I, ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES

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Submitted To The
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U.S. Department of Education

SEPTEMBER 1, 1982

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PREFACE

The Title I District Practices Study was conducted by Advanced Technology, Inc. for the U.S. Department of Education's Planning and Evaluation Service. One goal of this study was to describe how local districts operated projects funded by Title I of the Elementary and Secondary Education Act [ESEA] in the 1981-82 school year. A second, related goal was to document local educators' rationales for their program decisions, their perception of the problems and benefits of requirements contained in the 1978 Title I Amendments, and their assessments of the expected effects of Chapter 1 of the Education Consolidation and Improvement Act [ECIA] on school district operations of Title I projects. The study was designed specifically to draw cross-time comparisons with the findings of the Compensatory Education Study conducted by the National Institute of Education [NIE] and to provide baseline data for subsequent analyses of Chapter 1, ECIA's administration.

The results of the Title I District Practices Study are presented in this and eight other special reports (see back cover), plus the study's Summary Report. These reports synthesize data collected from a mail questionnaire sent to Title I Directors in more than 2,000 randomly selected school districts, structured interviews and document reviews in 100 nationally representative Title I districts, and indepth case studies in 40 specially selected Title I districts.

To meet the objectives of this major national study, a special study staff was assembled within Advanced Technology's Social Sciences Division. That staff, housed in the Division's Program Evaluation Operations Center, oversaw the study design, data collection and processing, analysis work, and report preparation. The study benefited from unusually experienced data collectors who, with Advanced Technology's senior staff and consultants, conducted the structured interviews and case studies. Two consultants, Brenda Turnbull of Policy Studies Associates and Joan Michie, assisted in major aspects of the study including the writing of special reports and chapters in the Summary Report. Michael Gaffney and Daniel Schember from the law firm of Gaffney, Anspach, Schember, Klimaski & Marks, P.C., applied their longstanding familiarity with Title I's legal and policy issues to each phase of the study.

The Government Project Officers for the study, Janice Anderson and Eugene Tucker, provided substantive guidance for the completion of the tasks resulting in these final reports. The suggestions of the study's Advisory Panel and critiques provided by individuals from the Title I program office, especially William Lobosco and Thomas Enderlein, are also reflected in these reports.

Members of Advanced Technology's analytic, management, and production staff who contributed to the completion of this and other reports are too numerous to list, as are the state and local officials who cooperated with this study. Without our

mentioning their names, they should know their contributions have been recognized and truly appreciated.

Ted Bartell, Project Director
Title I District Practices Study

Richard Jung, Deputy Project Director
Title I District Practices Study

NONPUBLIC SCHOOL STUDENTS IN TITLE I, ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES

SUMMARY

This special report examines the participation of nonpublic school students in school district programs funded by Title I of the Elementary and Secondary Education Act [ESEA]. Both Title I and its successor, Chapter 1 of the Education Consolidation and Improvement Act [ECIA], prescribe that eligible nonpublic students should have equal access to the program and receive services that are comparable to those of their public school counterparts.

The following are the findings of the Title I District Practices Study with regard to nonpublic school students' access to Title I services:

Current Findings

- Across the country, 45 percent of the Title I districts had nonpublic students residing in Title I attendance areas during the 1981-82 school year. Of the districts with nonpublic students residing in Title I attendance areas, 56 percent served nonpublic students during the 1981-82 school year.

- Approximately 5 percent of the students in private elementary and secondary schools received Title I services during the 1979-80 school year; in comparison, 13 percent of the public elementary/secondary school students were served in the Title I program during this school year.

Cross-Time Findings

- The percent of Title I districts serving nonpublic students residing in Title I attendance areas declined slightly from 59 percent in the 1978-79 school year to 56 percent in the 1981-82 school year.

- The number of nonpublic students receiving Title I services increased by 4 percent between school years 1976-77 and 1979-80; in comparison, the number of public school students in the Title I program grew by 8.6 percent during this period. Over these four years, total nonpublic elementary/secondary enrollment declined by 2.7 percent, while total public enrollment decreased by 7.6 percent. Taking into account changes in Title I and total enrollment, the nonpublic "participation rate"* in Title I increased by less than 6 percent and the public "participation rate" increased by almost 18 percent over this period.

Relational/Explanatory Findings

- Nonpublic enrollment levels in the Title I program are highly correlated with overall nonpublic enrollment patterns across the two dimensions of regional location and urbanicity.

- Significant differences are observed across small, medium, and large districts in the percent of students residing in Title I attendance areas and the percent of districts serving nonpublic students.

- The District Practices Study data are inconclusive as to why some eligible nonpublic students are not receiving Title I services; however, interview data revealed several reasons why some nonpublic schools choose not to participate in Title I and identified one nonpublic school with eligible Title I students who did not receive information about the availability of program services.

Data comparing the quality and intensity of Title I services received by public and nonpublic students within districts during the 1981-82 school year reveal several patterns:

- Nonpublic Title I classes, on average, are shorter (one-third shorter).

- Nonpublic Title I classes, on average, have fewer students (34 percent fewer).

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*Where "participation rate" is defined as the percent of elementary/secondary enrollment (nonpublic and public, respectively) participating in the Title I program.

- Nonpublic Title I students are more likely to be taught by a certified teacher rather than an instructional aide.

- The average pupil-to-instructor ratio is quite low for both public (4.5 to 1) and nonpublic (3.8 to 1).

- Title I instructors assigned to teach nonpublic students have the same number of years experience as those teaching public school Title I students (5.5 years).

- Nonpublic Title I instructors meet slightly more frequently with the regular classroom teacher to coordinate instruction.

- Over three-fourths of the nonpublic Title I students (78 percent) receive all of their Title I instruction at the nonpublic school they attend; only 4 percent of the districts serve at least some of their nonpublic Title I students at neutral sites, and even fewer (2 percent) use mobile vans.

- Estimates of the per-pupil expenditures within a district for Title I services to public and nonpublic students vary widely across districts. In the 16 sites from which such estimates were derived, the estimates range from one district which spent, on average, 87 percent more funds on each nonpublic student than on each public school student to one district which spent only about a fourth of the resources on nonpublic students than it did on public school students on a per-pupil basis.

If nonpublic students live in states with constitutional or legal limitations for serving nonpublic students, and that are not one of the two bypass states, they are likely to have less comparable services than nonpublic students in states without such rulings. In a sizeable number of districts they might be taught outside the nonpublic school, most frequently in the public schools.

The report concludes that the statute and regulations do not contain adequate provisions for ensuring that districts maintain

the kinds of records and accounting procedures for assessing whether nonpublic students are receiving their fair share of Title I services.

NONPUBLIC SCHOOL STUDENTS IN TITLE I, ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES

INTRODUCTION

Low-achieving students attending nonpublic schools are accorded important guarantees in both Title I of the Elementary and Secondary Education Act* [ESEA] and its successor, Chapter 1 of the Education Consolidation and Improvement Act** [ECIA]. Both laws require that, within a district, educationally deprived children who attend nonpublic schools and who live in a Title I/ Chapter 1 project area should have the same opportunity to receive federally funded compensatory education services as their public school counterparts. Further, both laws prescribe that within a district the expenditures from these programs "shall be equal" for public and nonpublic school students, "taking into account the number of children to be served and the special educational needs of such children" (§130(a), P.L. 95-561 and §557(a), P.L. 97-35).***

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*Hereafter referred to as Title I.

**Hereafter referred to as Chapter 1, or ECIA.

***If a state or district is prohibited by law from serving eligible nonpublic students in the Title I or Chapter 1 program, or if it has substantially failed to provide such services, the U.S. Secretary of Education may invoke bypass procedures (§130(b), P.L. 95-561 and §557(b), P.L. 97-35). Under the bypass procedures, the Secretary contracts with a private contractor to provide program services to nonpublic school children. In the 1980-81 school year, nonpublic school students received Title I services under the bypass provision in two states--Missouri and Virginia. These students accounted for only 2.4 percent of the nonpublic students in the Title I program. Comprehensive treatment of Title I services to nonpublic students in bypass states is beyond the scope of this report, although nonpublic school figures cited include students and services in these two states.

This special report has two basic purposes. The first is to describe the level of nonpublic school student participation in the Title I program during the 1981-82 school year and assess whether nonpublic students are receiving an equitable share of Title I resources.* Two research questions are addressed to focus this aspect of the analysis:

- Do educationally deprived children attending nonpublic schools have the same opportunities to receive program services as their public school counterparts?
- Once in the program do nonpublic school students receive services of comparable quality and intensity as those received by public school students?

In addressing these two questions, this paper emphasizes within-district comparisons between public and nonpublic school students since Congress specified in both Title I and Chapter 1 that services to nonpublic school students should be comparable within a district.

The second purpose of this special report is to identify and examine variables which affect the access of nonpublic students to Title I services and the quality of program services received by nonpublic school students. Two types of factors could influence nonpublic participation in the Title I program: district characteristics outside the immediate control of Federal policymakers (e.g., district size, urbanicity, state, or regional

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*The study is limited to Title I programs for the educationally disadvantaged and does not address the separate Title I programs for migrant, handicapped, or neglected and delinquent children.

location) and those which could be affected by additional technical assistance or modifications to program requirements (e.g., state or district-level administrative policies or procedures). This analysis examines the influence of both types of variables on nonpublic students' access to Title I services. It also examines methodological difficulties in assessing whether nonpublic students are receiving their fair share of Title I resources. The final section of the report describes some locally developed administrative procedures and policies for enhancing nonpublic school student participation in Title I/ Chapter 1 projects.*

SOME METHODOLOGICAL NOTES

This section briefly outlines the research methodology of this study for collecting data on the participation of nonpublic school students in Title I. Particular attention is placed on the methodology of the present study because of methodological problems of the previous national study of nonpublic student involvement in Title I (Vitullo-Martin, 1977) and the inherent difficulties of researching nonpublic school students' involvement in Federal education programs (School Management Services, 1981).

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*Effective management strategies for enhancing nonpublic school student participation in Title I/Chapter 1 programs will also be the focus of a series of descriptive reports planned for publication by Advanced Technology for the U.S. Department of Education in September 1983.

The only major national study of Title I services to nonpublic students was conducted in the 1976-77 school year by Thomas Vitullo-Martin for the National Institute of Education's [NIE] Compensatory Education Study. An interim, unpublished report from this substudy concluded that Title I services for nonpublic school students are substantively inferior to those received by public school students. The unreleased report stated, for example:

> Title I classes are larger for nonpublic school students . . . .
>
> Nonpublic school students receive an average of 1 hour of Title I instruction per week (18 percent of the services given public participants) . . . .
>
> The least qualified teachers--those with lower degrees, less experience, and part-time status--are typically assigned to nonpublic school students (Vitullo-Martin, 1977, p. i).

NIE, however, did not cite the results of this substudy in its final reports to Congress during the 1978 reauthorization of Title I largely because of the substudy's questionable sampling and data collection design.*

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*From interviews with Paul Hill and Iris Rotberg, Director and Deputy Director of the NIE Compensatory Education Study. Individuals supporting the validity of the substudy design have argued that political rather than methodological reasons motivated NIE's decision not to report the results of the study to Congress. NIE did finally release a revised report from the substudy in 1979, but after the congressional deliberations on the 1978 Title I Amendments.

The Title I District Practices Study* was structured to avoid some of the methodological problems of the Vitullo-Martin substudy after consideration of suggestions advanced in a report on this topic submitted to the National Center for Education Statistics [NCES] entitled "Short-Term/Long-Term Recommendations for the Collection of Data on the Participation of Private School Students in Selected Federal Education Programs" (School Management Services, 1981). The District Practices Study used the following data collection strategies to cross-validate findings:

- A mail questionnaire sent to Title I Directors in over 2,000 randomly selected school districts
- Structured interviews and document reviews in 100 nationally representative Title I districts**
- Indepth case studies in 20 specially selected Title I districts

Both public and nonpublic school Principals, Title I teachers, and regular classroom teachers were interviewed as part of the 100 site visits to a nationally representative sample of districts. Data from these sites are used to report student and school selection procedures and to compare the services received

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*Hereafter referred to as the District Practices Study or DPS. The final Summary Report (fall 1982) of the District Practices Study presents the study methodology and the rationale for this data collection approach in greater detail.

**During these representative site visits, 94 public and 44 nonpublic Principals, 90 public and 38 nonpublic Title I teachers, and 93 public and 44 nonpublic regular classroom teachers were interviewed. In addition, documentary and interview data were collected from almost 300 district-level public and nonpublic school officials in these 100 sites.

by public and nonpublic students. To obtain more indepth information about the factors which appear to either enhance or detract from full participation of nonpublic school students in Title I, 20 specially selected Title I districts were visited for 3 days by experienced 2-person teams. These districts were selected to yield (1) broad geographical representation, (2) range in size, (3) a variety of examples of effective nonpublic involvement, (4) problems with such participation, or (5) unique approaches for involving nonpublic students. Nominations were received from Title I program officials, state Title I Coordinators, Technical Assistance Centers [TAC] staffs, and nonpublic school organizations.*

General enrollment data for the public and nonpublic sectors were obtained from NCES. National Title I enrollment data used in this special report are those reported by the Title I program office. Both of these data sets are integrated with results from this study.

Unfortunately, these three data sets have inherent limitations for assessing whether nonpublic students have equal access to Title I services. District, archdiocesan, and other nonpublic attendance areas are rarely coterminous. However, one of

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*Regional and enrollment size categories are defined in Appendix A. Appendix B summarizes the distribution of the districts selected for this special purpose sample according to size of enrollment, region, and metropolitan status.

the important factors in determining whether nonpublic and public school students are receiving comparable Title I services is the size of the pool of nonpublic students in Title I project areas.

Even if such figures were readily available, one would have to determine not only the size of the nonpublic student population within Title I project areas but also the number of eligible (i.e., "educationally deprived") nonpublic students in these areas. If the number of eligible nonpublic students in an area could be obtained, then a comparison could be made within a district across public and nonpublic populations to determine whether the same percentage of eligible educationally deprived students are served in the public and nonpublic school populations. For example, if 30 percent of the eligible public school students were receiving Title I services, in a particular district, equal access for nonpublic students would be achieved for nonpublic students in that district when 30 percent of the eligible nonpublic students were served in the program.

Participating Title I districts, however must report the number of nonpublic students served by Title I to their states. They do not have to report the number of nonpublic students eligible for Title I but not served. The law does not grant school district officials the authority to require such information from nonpublic schools. Thus, in most instances it is not possible to

obtain comparisons across public and nonpublic districts for the number of students who are eligible but not served.*

NONPUBLIC SCHOOL STUDENTS' ACCESS TO TITLE I SERVICES

A National Context: Cross-Time Comparisons

Over 5 million students were enrolled in private elementary and secondary schools during school year 1979-80 or nearly 11 percent of the total elementary and secondary enrollment in the United States (see Appendix C). The Department of Education [ED] reported that 192,944 nonpublic school students or about 3.8 percent of the total nonpublic enrollment were receiving Title I services in that school year. By comparison, 12.5 percent of the almost 41 million public elementary and secondary students were participating in the Title I program that year.

Cross-time comparisons (1976-79) of public and nonpublic school student participation rates in the Title I program indicate that public school students' access to Title I services has increased much more rapidly than nonpublic students' access to the program. Table 1 reveals that in the 1976-77 school year, 10.6 percent of all elementary/secondary students in public schools participated in Title I. By the 1979-80 school year the public school student participation rate jumped to 12.5 percent,

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*See Michael Gaffney and Daniel Schember, "Current Title I School and Student Selection Procedures and Implications for Implementing Chapter 1, ECIA," another special report in this series, for a more comprehensive discussion of the requirements and district practices relating to student selection into the Title I program.

TABLE 1

NATIONAL, CROSS-TIME PARTICIPATION RATES FOR NONPUBLIC AND PUBLIC SCHOOL STUDENTS IN THE TITLE I PROGRAM

	SCHOOL YEAR 1976-77	SCHOOL YEAR 1979-80	CHANGE
Number of nonpublic school Title I participants*	185,539	192,994	4% +
Number of nonpublic elementary/secondary students	5,166,858**	5,028,865***	2.7% -
Percent of elementary/secondary nonpublic school students in Title I (participation rate)	3.6%	3.8%	5.6% +
Number of public school Title I participants*	4,692,098	5,099,571	8.6% +
Number of public elementary/secondary students	44,317,000**	40,949,000***	7.6% -
Percent of elementary/secondary public school students in Title I (participation rate)	10.6%	12.5%	17.9% +

*Source: U.S. Department of Education, "1977 Performance Reports" and "1980 Performance Reports," regular school term, excluding children in local institutions for the neglected or delinquent.

**Source: NCES, Private Schools in American Education, 1981.

***Source: NCES, "A Comparison of Selected Characteristics of Private and Public Schools," mimeographed, June 1982.

an increase of almost 18 percent over this four-year period. In comparison, the nonpublic student participation rate grew by less than 6 percent over this same time period. Similiarly, while the number of nonpublic Title I students increased by 4 percent from 1976-79, this growth rate was less than half of the increased growth rate for public school students (8.6 percent).

Relationship between Nonpublic Student Participation in Title I and Nonpublic Enrollment Patterns by Region and Urbanicity

These overall national trends, however, mask significant differences for nonpublic students' enrollments across geographical regions and for urban and rural districts. Title I nonpublic enrollments are strongly correlated with overall nonpublic enrollment along these dimensions.* For example, in Northeast/central city districts more than 20 percent of all students attend private schools, whereas in nonmetropolitan districts in the West less than 3 percent of all elementary and secondary students are enrolled in private schools. Similar differences are evident in nonpublic student participation in Title I. That is, in Northeast/central city locations, 11.5 percent of the Title I students are in nonpublic schools, whereas in nonmetropolitan areas in the South and West only 1.5 percent of the Title I participants attend nonpublic schools. (See

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*Correlation coefficients of .77 along the urbanicity dimension and .94 along the regional dimension are both statistically significant at $p < .01$.

Appendix D for a more complete portrayal of the total private school enrollment levels and Title I nonpublic student participation rates across the two dimensions of region and urbanicity.)

Relationship between Nonpublic Student Participation in Title I and District Size

Nationwide, approximately 25 percent of the Title I districts serve nonpublic students in the Title I program. As might be expected, significant differences are observed across districts with different total enrollments. Only 17 percent of small Title I districts serve nonpublic students, whereas 44 percent of medium districts and 68 percent of the large Title I districts serve nonpublic students.*

More importantly, there are also significant differences across different sized districts in the percent of Title I districts which report having nonpublic students residing in the Title I attendance areas. Figure 1 shows that across the country 45 percent of the Title I districts have nonpublic students residing in Title I attendance areas. However, 33 percent of small districts, 75 percent of medium districts, and 87 percent of large districts with Title I programs report having nonpublic students enrolled in Title I attendance areas.

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*District size is based on total district enrollment derived from Market Data Retrieval File (revised 9/5/80): small = 1-2,499 students; medium = 2,500-9,999 students; large = 10,000 or more students.

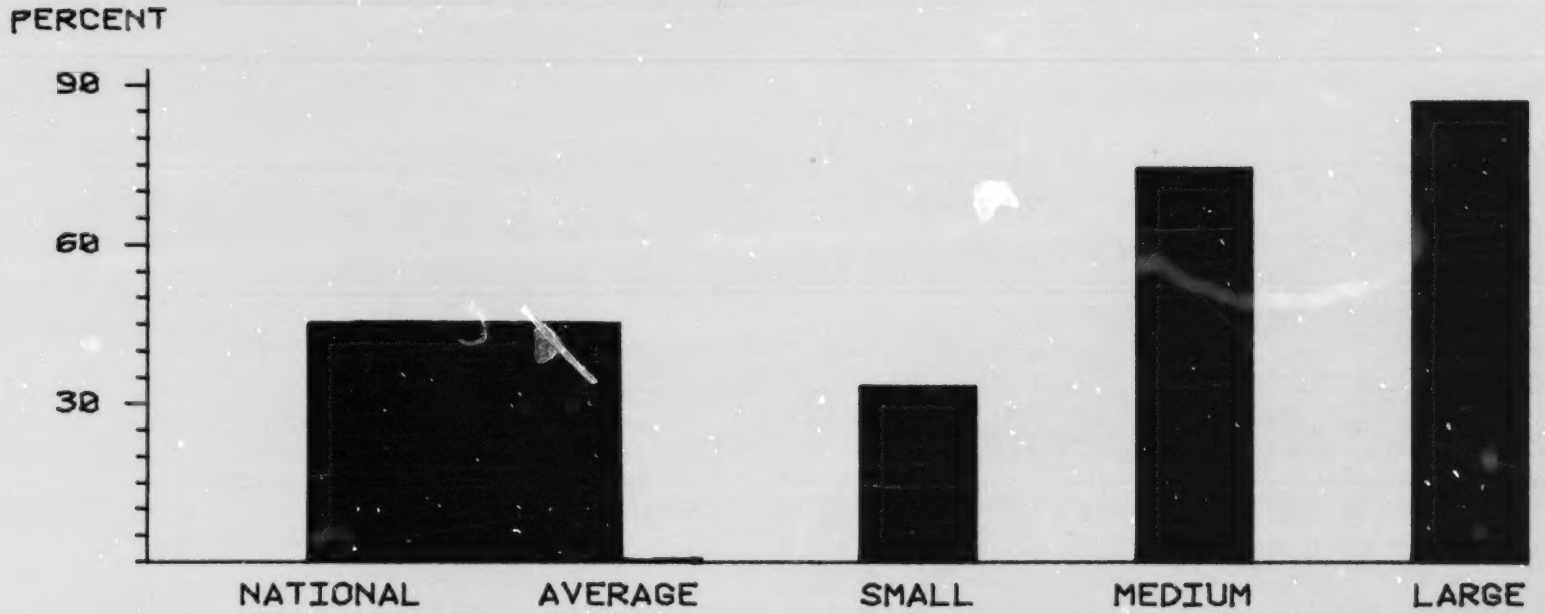

FIGURE 1

PERCENTAGE OF TITLE I DISTRICTS WITH NONPUBLIC STUDENTS RESIDING IN TITLE I ATTENDANCE AREAS

Only 56 percent of the Title I districts, nationwide, with nonpublic students residing in Title I attendance areas serve such students. Again, there are significant differences across different sized districts. As illustrated in Figure 2, approximately half (49.7 percent) of such small districts serve nonpublic students; 59 percent of medium and 78 percent of the large districts with nonpublic students residing in Title I attendance areas serve nonpublic students in the Title I program. Even though these variances are observed across different sized districts, it is notable that even in large districts, over one-fifth (22 percent) of the Title I districts with nonpublic students residing in Title I attendance areas do not serve nonpublic students in the Title I program. It is also worth noting that the percent of Title I districts serving nonpublic students residing in Title I attendance areas declined from 59 percent to 56 percent between 1978 and 1982.*

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*During the 1976-77 school year NIE reported that 43 percent of the Title I districts with nonpublic students provided services to any nonpublic students (1977, p. 15). It is important to explain how this percentage differs from those reported in this paper. The District Practices Study asked whether districts with students living in Title I attendance areas but attending nonpublic schools provided programs to nonpublic students. About 56 percent of these districts, on average, did provide such services. The NIE study may have included districts that did have nonpublic students who lived in a Title I district but who did not reside in a Title I attendance area. This would have lowered their estimated percentage of districts offering such services. Consequently, it cannot be concluded that there has been a substantial increase in the proportion of districts serving eligible nonpublic students.

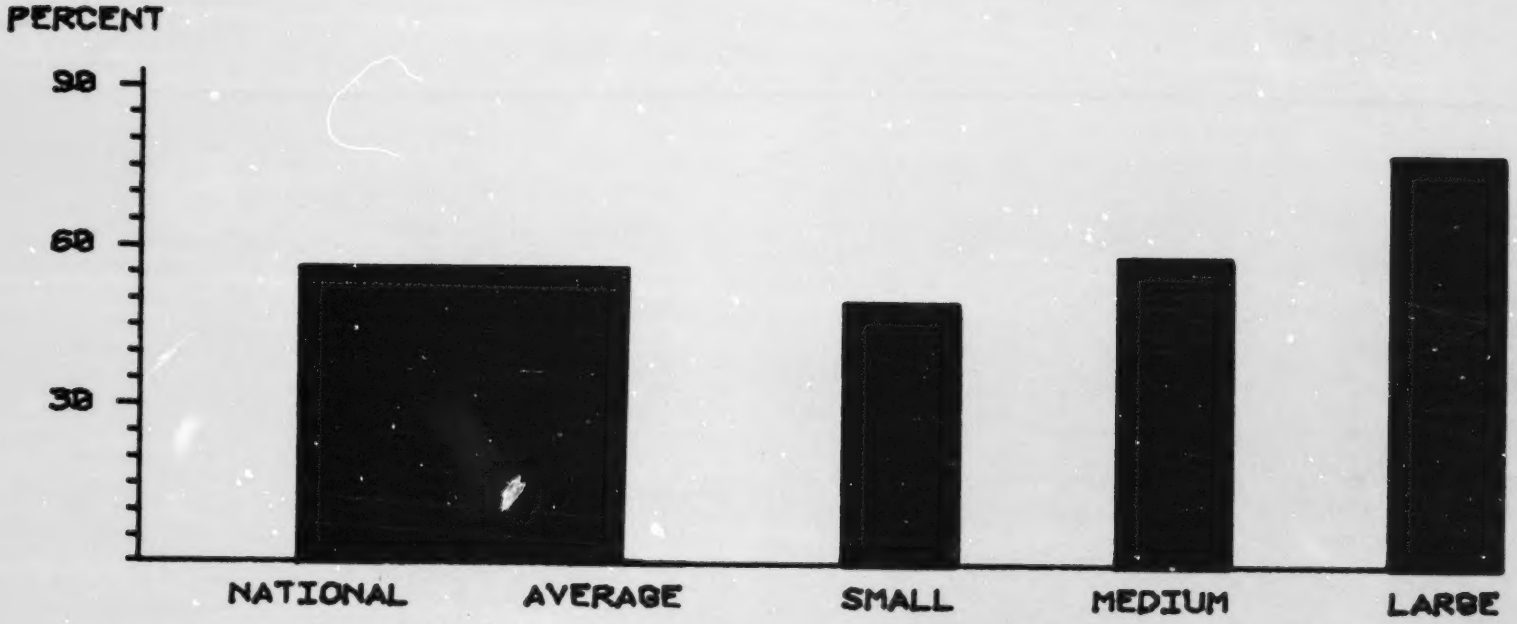

FIGURE 2

PERCENT OF TITLE I DISTRICTS SERVING NONPUBLIC STUDENTS RESIDING IN TITLE I ATTENDANCE AREAS

The District Practices Study wanted to discern why eligible nonpublic students were not being served in local school district Title I programs. To answer this question, attempts were made at the 20 case study sites to interview at least 1 Principal of a nonpublic school in a high poverty area but with no students participating in the Title I program. The results of these inquiries, however, were inconclusive. Most (63 percent) of the 129 nonpublic Principals without Title I-served students in the 1981-82 school year who were interviewed did have students participating in the program in previous years. Most of these Principals expressed satisfaction with the services their previously Title I-eligible students had received and hoped to regain such services in subsequent years for eligible students. These students had lost their eligibility either because of demographic shifts within the district or because they did not meet the low-achievement criteria during the 1981-82 school year. Especially independent schools, even in poverty areas, often have admissions standards which result in selection of only high-achieving students, and therefore have few, if any, Title I eligible students.

Thus, in only 7 of the 20 case study districts were nonpublic Principals interviewed who had either decided not to accept Title I services or who had not been informed of the availability of these services by public school officials. The six Principals declining Title I services offered a number of reasons for opting out of the program ranging from philosophical

beliefs of their denominations to not believing the quantity or quality of Title I services justified the associated administrative encumbrances. One administrator of a Baptist-supported school, for example, expressed his apprehension about public funds for private schools when he conjectured, "I don't believe the Government is capable of giving money without telling you how to operate your business." Even in this small sample of six Principals, the concern about "strings" associated with accepting public funds was a persistent theme. One Catholic Principal recalled that she had once accepted Title I funds for textbooks and the next year she had to "report the number of minority teachers and the sex of children on sports teams." Another Catholic Principal in a large urban district refused Title I funds because of his reservation about the pedogogical merits of the pullout design "required by Title I."* He also did not have the administrative staff to process the paperwork and believed that Title I teachers take more time to supervise than the regular teachers in his school.

One Principal of a nonpublic school in an urban fringe area of a large midwestern city reported never receiving any information from the public school about Title I. Further investigation revealed that more than one-half of the students in this school resided in Title I project areas. Since the DPS was not designed

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*As explained in Michael Gaffney and Dan Schember's special report on program design, the Title I legal framework does not require the use of a pullout design although some districts require the use of this approach for all Title I programs.

as a compliance study, it is beyond the scope of this paper to determine whether this was an isolated incident or an indication of a more prevelant pattern than our interviews revealed.

Selection of Nonpublic School Students

Both Title I, ESEA and Chapter 1, ECIA require that, within a district, educationally deprived children residing in eligible attendance areas should be afforded the same opportunity to participate in the program whether they attend public or non-public schools. Thus, the DPS asked Title I Directors how they determine whether nonpublic schools within their districts had students living in selected Title I areas. Specific questions included how they determined which nonpublic schools to contact, in what manner the contact was made, and how nonpublic students were deemed eligible to receive the Title I services. They were also asked whether these procedures had changed over the last three years.

Almost one-fourth of the Title I Directors in districts which serve nonpublic students said they contact only the non-public schools located within Title I attendance areas; an equal percentage contact all the nonpublic schools within the district boundaries, usually because the district makes use of the no-wide variance provision. Fifteen percent of the Title I Directors use a list or directory of nonpublic schools, often compiled by the state educational agency [SEA], to determine which schools to contact. Another 15 percent report that nonpublic schools with eligible Title I students initiate contact with the district.

Of the districts offering Title I services to nonpublic students, 34 percent report using multiple means to contact nonpublic schools. These include telephoning, correspondence, and in-person contacts (visits or meetings). Most of the Title I Directors (54 percent) report using only one of the previously mentioned means of contact, with correspondence being the most frequently used method (30 percent). Other reported means of contact are sending an annual survey to nonpublic officials and publishing information about Title I in local newspapers.

In most (74 percent) of these districts the nonpublic school provides a list of students and/or addresses, and the district either determines student eligibility or cross-checks decisions made by nonpublic officials. In 21 percent of the districts, nonpublic officials determine which nonpublic students reside in Title I attendance areas.

Most districts (95 percent) report no change in the last three years in their procedures for determining whether nonpublic schools had students who live in Title I attendance areas.

Districts were also asked about their procedures for selecting nonpublic students to receive Title I help. The most frequent response (45 percent) was that the same standardized achievement test(s) are used for both public and nonpublic school students; 17 percent of the districts report that nonpublic school students are tested with a different standardized achievement measure. Over half of the districts (53 percent) use the same cut-off scores or criteria for both public and nonpublic,

11 percent report using different cut-off scores, and the remaining districts use different tests or other selection procedures. Where districts use teacher judgment in the public schools for selecting program participants, such judgments are almost always used in selecting nonpublic students as well.

TITLE I SERVICES TO NONPUBLIC SCHOOL STUDENTS: WITHIN-DISTRICT COMPARISONS TO SERVICES RECEIVED BY PUBLIC SCHOOL STUDENTS

In order to obtain descriptions of Title I services to nonpublic students which take into account the within-district comparative standard established in Title I and Chapter 1 legislation, interview and documentary data were collected from both public and nonpublic school officials in 47 sites in a representative sample and 20 specially selected districts. The statistical public/nonpublic comparisons presented in this section are based on data from the sample of 100 representative sites, and interpretations are based on data collected in representative site and specially selected districts. Supporting statistical data are summarized in Appendix E. For within-district analyses, data reported by nonpublic officials on services to nonpublic Title I students are compared to similar data collected from public school officials on services to public school students.

The reader, however, should be cautioned against strictly interpreting these comparisons as representing national trends for at least three reasons. First, only 47 of the districts in the representative site visit sample offered services to nonpublic school students. On the other hand, since most nonpublic

students are served in large districts and since the study intentionally oversampled large districts in the representative site visit sample, the nonpublic/public comparisons presented are likely to provide reliable comparative descriptions for a substantial proportion of the nonpublic students served in the Title I program. Second, while the sample was selected to offer a nationally representative portrayal of local Title I district practices, the subsample of these districts offering services to nonpublic students may not be entirely representative of the districts offering Title I services to such children since this subsample was not drawn from the universe of districts serving nonpublic students. Third, persons interviewed in the nonpublic schools were not selected on a strictly random basis. Considerations such as staff availability and making nonpublic school contacts through public school officials precluded a strict random selection of nonpublic school officials.

It should also be emphasized in assessing the Title I services received by nonpublic students that the Title I legislation specifies that districts should take into account the special educational needs of nonpublic school children. The House Report accompanying the 1978 Title I Amendments expresses the view that these needs could be quite different from those of public school children (H.R. Rep. 1137, 95th Cong. 2d Sess. at 32 (1978)).

In practice, however, districts rarely behave as if nonpublic school students have needs different from those of public school students. Districts rarely offer substantively different

programs for nonpublic and public school students, and when they do, it is often due to state constitutional restrictions or organizational factors either within the district or nonpublic sector(s). For example, one district's nonpublic school students did not receive Title I math services because its Title I math curriculum did not match that of the Catholic schools it served. When grade level differences are observed, they normally reflect the grade level groupings of each sector.

Services are described in terms of amount, class size, intensity (class size and pupil-to-instructor ratios), staff qualifications, coordination with the regular program, and location of Title I instruction.

Weekly Amount of Title I Instruction

Nonpublic school students receive 2.63 hours of Title I instruction per week, on average. Their public school counterparts, on the other hand, spend an average of 4.0 hours a week in Title I. Nonpublic students, then, spend one-third less time in the Title I program than their public school counterparts.

Less time in the Title I class probably results in diminished services for nonpublic school students. The case study data suggest that two factors most often appear to lead to less time in Title I for nonpublic students: (1) shorter class periods in nonpublic schools, especially in those having religion classes, and (2) the instructional time lost when the generally more itinerant nonpublic Title I instructors move between schools during a class day.

Class Size and Pupil-to-Instructor Ratio

The average number of students in nonpublic Title I classes is 6.4 compared to 9.8 in public schools. The smaller Title I class size in nonpublic schools (34 percent smaller), however, should be viewed in light of differential staffing patterns observed in public and nonpublic Title I classrooms. Public Title I classes are more likely to be staffed with a certified teacher and an aide than are the Title I classes in nonpublic schools. Since staffing patterns are often determined by the number of eligible Title I students at a school, most nonpublic Title I schools qualify for only a part-time or full-time teacher.

The pupil-to-instructor ratio is quite low for both public (4.5 to 1) and nonpublic (3.8 to 1) Title I classes. Not only is the pupil-to-instructor ratio slightly lower in nonpublic Title I classes, nonpublic Title I students are more likely to be taught by a certified teacher rather than an instructional aide. A common theme expressed in case study visits is that since there is less opportunity for public officials to supervise instructors in the nonpublic Title I classes, certified teachers are preferable for ensuring high quality instruction.

Instructor Experience and Qualifications

Title I instructors assigned to teach nonpublic school students and those teaching public school students, on average, have taught the same number of years in the Title I program, 5.5 years.

Most Principals in both public and nonpublic schools are satisfied with the Title I instructional staff working in their buildings. More nonpublic school Principals, however, register some discontent over their present Title I staff than do public school Principals (16 percent vs. 7 percent).

Coordination of Title I Instruction with the Regular School Curriculum

The prevalence of the pullout design for Title I instruction can create the potential for scheduling and other logistical problems for the regular classroom teacher. Almost one-fourth of the public school classroom teachers report such problems; a slightly smaller, but still sizeable, percent (20 percent) of the nonpublic teachers register similar complaints. The classroom teachers in the nonpublic school also meet slightly more frequently with the Title I instructors than do their public school counterparts. For example, 70 percent of the nonpublic Title I instructors vs. 59 percent of the public Title I teachers report meeting at least once every other week. Such interactions are usually informal and their higher frequency can be partially attributed to the smaller size of nonpublic schools and the greater homogeneity of staff in these schools.

Location of Title I Instruction

Except in states which prohibit public school instructors from teaching in nonpublic or sectarian schools, the location of Title I instruction is virtually identical in public and nonpublic schools. Almost two-thirds of the public (63 percent)

and nonpublic (61 percent) schools take students out of their regular classroom to another room in the building for Title I instruction.

In at least six states, or in 22 percent of the districts in the study's mail questionnaire sample, at least some portion of the nonpublic students receive their Title I instruction at a place other than the nonpublic schools they attend during the regular school year. The alternative site is most frequently the public school, but this public school site is usually used for nonpublic students' receipt of remedial summer school instruction. In at least four states, however, at least half of the Title I districts serve nonpublic Title I students in the public school during the regular school term. This is usually motivated by constitutions, laws, or legal interpretations which prohibit public school staff from teaching in the nonpublic schools.

Districts rarely use neutral sites or mobile vans to accommodate these state-imposed restrictions. Nationwide, 4 percent of the districts serve at least some of their nonpublic Title I students at neutral sites, and even fewer districts (2 percent) use mobile vans.

Subjects and Grade Levels

A full discussion of patterns observed in the subject matter offered and grade levels served in nonpublic Title I schools is not possible within the scope of this paper. These patterns, however, are discussed in some detail in Section III of the Department of Education's March 1982 "Report to Congress"

(pp. 10-16). These state-reported data will be compared to those collected in this study, and detailed analyses will be presented in the District Practices Study's Summary Report (fall 1982).

A QUESTION OF "EQUAL" EXPENDITURES

Both Title I and Chapter 1 require that a district's Title I expenditure for eligible nonpublic students "shall be equal" to that received by their public school counterparts, taking into account the number of eligible nonpublic children and their special educational needs.

Neither law nor regulations, however, require that districts record or report expenditures on either a per-pupil basis or a disaggregated basis, according to public/nonpublic enrollments. Thus, per-pupil expenditure data are difficult to collect from districts. Even when available, such figures are difficult to interpret because districts use widely varying accounting methods and costing assumptions, because of variances of cost-of-living standards and numerous other reasons. Breaking down per-pupil estimates into public and nonpublic per-pupil expenditure categories confounds both the data collection and interpretation processes.

Given the per-pupil expenditure focus of the Title I and Chapter 1 requirements for serving nonpublic school students, but also considering of the attendant methodological problems, the DPS attempted to collect per-pupil expenditure estimates for public and nonpublic students only at the 20 indepth case study

sites. Thus, from the start these budget data were likely to reflect the biases associated with the nomination criteria (discussed previously in the section "Some Methodological Notes").

Expenditure data were obtained from 16 of the 20 districts. The methods used to derive these estimates, however, varied widely. Two or three of these districts actually kept detailed separate records for their public and nonpublic expenditures. Even in these districts, no attempt had been made to cost out overhead costs such as budget, application, and evaluation preparation for public and nonpublic schools. Most districts without these separate public/nonpublic accounts derived estimates through various approaches of categorizing instructional services, auxiliary services, administrative costs, and other expenditures. Still others made only "best estimates."* Thus, the data should be interpreted cautiously.

The data collected, despite their limitations, do represent the result of a systematic process to collect participation and expenditure data for within-district public/nonpublic comparisons. Table 2 portrays the diverse patterns of participation and funding of nonpublic students across geographical regions and in districts with varying degrees of urbanicity. To protect the districts' identity, district names are not presented; however, a

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*Upon completion of a preliminary analysis of the participant and expenditure data from these sites, follow-up phone calls were made to some of the visited sites to check particularly high or low per-pupil expenditure estimates.

TABLE 2

NONPUBLIC CASE STUDY PER PUPIL EXPENDITURE COMPARISONS
1981-82 SCHOOL YEAR (N=20)

	I	II	III	IV	V	VI	VII	VIII
	1981-82 Title I Budget Total (including carry over) (in thousands)	1981-82--Nonpublic Budget (in thousands)	1981-82--Public Budget (in thousands)	Nonpublic School Students Receiving Title I (unduplicated)	Public School Students Receiving Title I (unduplicated)	Nonpublic Per Pupil Expenditure Estimates	Public Per Pupil Expendiute Estimates	Nonpublic Per Pupil Expenditure Factor Estimates
1. Northeast/***** Central City/Large	* >13,000	>1,700	* >12,000	* >1,500	* >15,000	$606	$324	1.87
2. West Urban Fringe/Large	5,000+	300	4,700	** 660	** 18,500	455	254	1.79
3. Northeast/ Central City/Large	7,900	1,500	6,600	1,212	8,931	1201	726	1.65
4. Northeast/ Urban Fringe/Medium	300	40	300	32	350	1188	789	1.51
5. Northeast/ Central City/Large	2,500	300	2,200	** 600	5,872	495	370	1.34
6. West/ Central City/Medium	1,100	15	1,100	26	1,910	615	591	1.04
7. West/ Central City/Large	5,100	45	5,100	** 70	7,008	643	723	.89
8. West/ Central City/Large	8,600	1,100	7,600	2,915	17,625	376	430	.87
9. Northeast/ Central City/Medium	700	160	600	297	881	549	653	.84
10. West/ Central City/Large	3,200	250	3,000	428	4,228	575	689	.83

Table 2 (cont.)

	I	II	III	IV	V	VI	VII	VIII
	1981-82 Title I Budget Total (including carry over) (in thousands)	1981-82--Nonpublic Budget (in thousands)	1981-82--Public Budget (in thousands)	Nonpublic School Students Receiving Title I (unduplicated)	Public School Students Receiving Title I (unduplicated)	Nonpublic Per Pupil Expenditure Estimates	Public Per Pupil Expenditure Estimates	Nonpublic Per Pupil Expenditure Factor Estimates
11. North Central/ Central City/Large	900	70	800	129	1,200	535	673	.79
12. North Central/ Non-metro/Medium	200	30	200	64	** 300	484	670	.72
13. Northeast/ Central City/Large	11,300	1,700	9,600	** 3,000	** 12,000	565	800	.70
14. Northeast/ Central City/Medium	200	50	200	140	294	350	554	.63
15. South/ Central City/Large	**** 12,400	600	11,800	1,337	14,291	455	826	.55
16. North Central/ Central City/Medium	700	30	700	133	746	226	849	.27
17. North Central/ Central City/Large			12,900	1,455	20,680		623	
18. North Central/ Central City/Large	10,000			1,571	11,079			
19. North Central/ Central City/Large	*** 6,900	N/A	N/A	742	5,578			
20. North Central/ Urban Fringe/Medium	400	N/A	N/A	10	428			

*Estimates were obtained from this district, but to protect its identity, only the calculations based on these estimates are provided. For all other districts, expenditure estimates have been rounded to two significant digits to protect the identities of these districts. Actual estimates, however, were used in the calculations.

**Estimates

***Includes concentration grant

****Does not include carryover

*****See definitions in Appendix A

three-part descriptor identifies the districts by their geographical region, metropolitan status, and total enrollment size. The districts are arrayed according the ratio of nonpublic to public per-pupil expenditure within a district (Column VIII). An estimated value of 1.0 for this nonpublic per-pupil expenditure factor would indicate parity between nonpublic/public estimates; less than 1.0, a lower estimate for nonpublic per-pupil expenditures; greater than 1.0, a higher per-pupil expenditure estimate for nonpublic students.

Among the 16 districts, the nonpublic per-pupil expenditure factor ranges from 1.87 (District 1) to a low of .27 (District 16). That is, in District 1, nonpublic students receive 87 percent more Title I funds, on average, than their public school counterparts. On the other hand, nonpublic Title I students in District 16 receive about a fourth of the dollar resources received by public school Title I students, on average. Overall, districts with smaller Title I budgets (less than $90,000) tend to have lower nonpublic per-pupil expenditure ratios.

The dominant aspect of the array, however, is the diversity not only in terms of divergent nonpublic/public allocation patterns but also of participation levels. For instance, 1 out of every 4 Title I students in District 13 is a nonpublic student, whereas only 1 out of 100 Title I participants attend a nonpublic school in District 6. Even though this district has the lowest nonpublic participation level, its estimated nonpublic

per-pupil expenditure factor shows an almost equal expenditure, on average, between nonpublic/public school students.

In order to determine if districts had changed the proportion of their Title I budget spent on nonpublic students, Title I Directors were asked in the mail questionnaire about any changes in their allocation of Title I resources between 1978 and 1981.

About 9 percent of the Directors reported an increase of at least 10 percent; on the other hand, 8 percent reported a decline of this magnitude. The preponderance of districts offering Title I services to nonpublic students reported less than a 10 percent change in either direction (see Appendix F).

As discussed earlier the Title I/Chapter 1 legal framework does not contain provisions which require districts to report expenditures disaggregated by public and nonpublic schools. Even if districts kept records which permitted within-district public and nonpublic per-pupil cost comparisons, other factors would confound assessments of whether nonpublic students are receiving their fair share of the Title I budget, according to the legislative yardstick. The legislation specifies that, in addition to the number of students, districts should consider the special needs of nonpublic students, which conceivably could be quite different from those of the public school students within a district.

To determine the extent to which nonpublic school students' needs were being taken into account in designing Title I programs, nonpublic school Principals in the case study sample with

students served by Title I were asked (1) whether nonpublic officials provided substantive input into decisions about student selection criteria, grades served, program design model used (e.g., pullout vs. inclass), and which subjects were emphasized in the Title I program, and (2) whether their comments made much of a difference in the kinds of services nonpublic students received. Just over half of the nonpublic Principals had any say over student selection criteria (54 percent) and grades served (55 percent). Less than one-third reported any input into the program design model used (30 percent) and which subjects were emphasized (27 percent).

Nonpublic dioceses or districts with staff who insist on having some say in these matters were more than twice as likely to have a different mix of services from those in the public school Title I program. In general, however, reluctance, indifference, or resignation about these matters reigned among nonpublic school administrators. One nun's observation, "We're just glad to get the help we do," reflects a prevalent attitude found in visited sites.

When asked about providing a different mix of services to nonpublic school students, some public school administrators argue that they can be accused of not living up to the law whichever route they take. If they provide nonpublic school students the same services as public school students it could be said they are not taking into account the "special educational needs" of nonpublic students. If, on the other hand, a different

mix of services were to be offered, it might appear that "equal services" were not provided.

The main complaints of nonpublic school officials, however, have less to do with the level of services provided than with the processes or rules governing such decisions. High on nonpublic school officials' complaint list is the statutory prohibition against providing services to nonpublic students living outside the Title I attendance areas (29 percent of nonpublic Principals interviewed). Paperwork and other administrative burdens are also a frequent source of nonpublic school officials' dissatisfaction with Title I (21 percent of nonpublic Principals interviewed). The most prevalent complaint lodged against local Title I administrators is that they do not involve nonpublic administrators in key program design, staffing, or allocation decisions (32 percent of nonpublic Principals interviewed).

On the other hand, almost three-fourths (72 percent) of the nonpublic Principals interviewed see a benefit in the program's focus on providing supplementary services to students furthest behind in school. Over half of the nonpublic Principals (56 percent) feel that the special design features of the program (e.g., qualified staff, small group or individual instruction, remedial materials) contribute to increased academic progress for students served by the program.

EFFECTIVE MANAGEMENT STRATEGIES

Given the diversity of settings and circumstances surrounding public and nonpublic decision making, no single set of

management practices can be universally deemed effective in all districts. Certain strategies under certain conditions, however, do appear to enhance nonpublic school participation and the level of services they receive. This section briefly outlines a few of these management strategies identified in our case study sites.

Large and medium districts sometimes employ with Title I funds, usually on a part-time basis, an individual responsible for ensuring equitable participation of eligible nonpublic students. Variously referred to as the nonpublic liaison, coordinator, or representative, this person facilitates communication between nonpublic and district personnel and strives to ensure smoother delivery of Title I services to nonpublic schools and students. The responsibilities of the liaison/coordinator are varied, depending upon the needs of the district and the scope of the liaison role within the district; they, however, often include supervision of nonpublic Title I staff, student evaluation and selection, program design, information dissemination and training, and coordination between Title I staff in public and nonpublic schools. Districts utilizing a nonpublic liaison/coordinator frequently report improved delivery of nonpublic services because of this institutionalized role.

A prevalent problem in the delivery of Title I services to nonpublic school students is the requirement in many states of a minimum class size. Failure to have the minimum number of eligible students may deny Title I services to one or two eligible students in a nonpublic school. One district solved this problem by establishing a conveniently located center, housed in one of

the nonpublic schools, where all nonpublic students receive Title I instruction. Title I funds a bus that transports eligible nonpublic students to and from the center for Title I classes held throughout the day.

An innovative solution to problems associated with the provision of Title I services to nonpublic students in a city with multiple school districts was implemented in one case study district. Here, five school districts located within the city have pooled their human and financial resources to create a system that greatly improved service delivery to nonpublic students.

Because the public school system in this city is nonunified, nonpublic schools often have students who reside in public school Title I attendance areas in several districts. As a result, numerous public school district representatives had entered each of the four nonpublic schools to provide Title I services to a small number of students. This system was both time-consuming and financially wasteful; it also created a very real "traffic" problem when as many as five districts served students in a particular nonpublic school.

To combat these problems, the five public school districts agreed to pool their Title I funds for nonpublic school students to create a system for the management of Title I services to these students. The combined funds are managed by an independent fiscal agent who hires and supervises the project Coordinator. In turn, the Coordinator hires Title I teachers to deliver services to nonpublic students and supervises all aspects of the

Title I educational program in the four nonpublic schools. Though it is only in its second year of operation, all associated with this coordination effort view it as a vast improvement over the past situation.

As discussed earlier, legal restrictions exist in some states that significantly impede the delivery of Title I services to nonpublic students. Nonetheless, a few districts have developed some effective strategies for improving the delivery of services to nonpublic students in these less than optimal circumstances.

Because of a state ruling that prohibits public school staff from providing services in sectarian schools, a school district in one state explored many alternatives for providing Title I services to students in nonpublic, sectarian schools. In this district, Title I reading instruction is provided via an Educational Telephone Network, a two-way communication system that enables a Title I reading teacher located in a public school site to carry on direct and immediate dialogue with small groups of pupils located in the sectarian schools. Title I math and reading instruction are also provided through a Computer Aided Instruction Project. Eligible students in the sectarian schools receive 20 minutes of computer-aided Title I instruction each day. Although Title I students in sectarian schools clearly do not receive services comparable to those of their public school or nonsectarian counterparts, efforts are made to give them as many services as possible within the legal bounds set forth by

the state. In an environment where it would be easy to provide nothing, these students are allowed at least limited participation in the Title I program.

One case study district was hindered in its efforts to provide Title I services to nonpublic school students by a state law prohibiting the provision of services to nonpublic students in the nonpublic schools. In an effort to continue serving nonpublic students, an agreement was made whereby the public school district leases classrooms in the nonpublic school for a nominal annual fee. Title I services are provided to nonpublic students in these leased classrooms within the nonpublic schools. By leasing the classrooms where Title I services are provided, nonpublic students can receive Title I services on "public" property, legally accommodating the state restriction.

While none of these strategies guarantees equitable services for nonpublic students, they do represent attempts by district officials to meet the needs of these students sometimes in a legal climate that does little to encourage such efforts.

SUMMARY AND IMPLICATIONS

While the focus of this special report has been to provide a descriptive overview of nonpublic school students' involvement in the Title I program, its findings also provide an important empirical base for informing policy considerations.

From a national perspective, the overall participation level of nonpublic school students over the last four years has at best

been at a steady state, although several indicators point to a relative marginal decline in nonpublic students' access to Title I services. For example, when viewing changes in Title I nonpublic and public enrollments in light of overall nonpublic and public enrollment patterns between 1976 and 1980, the nonpublic participation rate in Title I increased by less than 6 percent, while the public participation rate in Title I increased by almost 18 percent during this time. Also the proportion of Title I districts serving nonpublic students residing in Title I attendance areas declined from 59 percent in 1978 to 56 percent in 1981.

At least three factors appear to be most closely associated with the participation level of nonpublic students in the Title I program: overall nonpublic enrollment patterns, district size, and states' constitutions and laws. Also, both philosphical (e.g., separation of church and state) and practical (e.g., too much paperwork) reasons are given by nonpublic Principals who chose not to participate in Title I. However, data from this study are not sufficient for completely explaining why some eligible nonpublic students are not receiving Title I services.

Once nonpublic students are in a Title I program, within-district analyses suggest several patterns about the quality of services they receive in comparison to public school students: (1) their Title I classes are shorter; (2) their class size is smaller; (3) their pupil-to-instructor ratio is slightly lower; (4) their instructors have taught a similar number of years as

the public school teachers, but are more likely to be certified teachers; and (5) their Title I instruction might be better coordinated with their regular classes.

If nonpublic students are in states with constitutional or legal limitations for serving nonpublic students and are not in one of the two bypass states, they are likely to have less comparable services than nonpublic students in states without such rulings. In a sizeable number of these districts, nonpublic students are taught outside the nonpublic schools, most frequently in the public schools.

While the bypass provision may be intended to offer recourse for nonpublic students not receiving equitable services, nonpublic school officials in at least one of the case study districts reported that the bypass procedures were not invoked because Federal Title I officials insisted that alternatives had been insufficiently explored. Public and nonpublic officials in this district recognize that the services to nonpublic school students are inferior to those of public school students. Both sets of officials acknowledge that this is actually a statewide phenomenon resulting from the state's limitations on providing publicly supported services to nonpublic students. Despite ingenious efforts, these local officials presently do not have the necessary leverage or resources to remedy these disparities within the current state-level prohibitions. Thus, there appears to be merit in further exploring less cumbersome procedures for invoking the current bypass provisions. Still, too little is

known about the costs and benefits of the current bypass provision to recommend expansion of this statutory alternative.

There also appears to be merit in strenghtening existing reporting and accounting requirements pertaining to the nonpublic "equal expenditure" provision of Chapter 1. Both Title I and Chapter 1 require that a district's Title I expenditure for eligible nonpublic students "shall be equal" to that received by their public school counterparts, taking into account the number of eligible nonpublic children and their special educational needs. Neither law nor regulations, however, require that districts report expenditures disaggregated according to public/nonpublic enrollment. Therefore, most districts do not maintain adequate records for assessing whether nonpublic students are receiving their fair share of Title I services.

POSSIBLE FUTURE RESEARCH

Because of the scarcity of baseline descriptive data about nonpublic school students' access and participation in the Title I program, this analysis has focused more on descriptive rather than policy questions. Significant policy questions in this area still remain largely unaddressed by research.

Such questions include: What are the costs and benefits of the existing bypass provision? What alternative policy mechanisms might be considered to better ensure that nonpublic school students receive equitable services? And still, are nonpublic students receiving the level of services intended by law?

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APPENDIX A

DEFINITIONS

APPENDIX A

DEFINITIONS

(1) Size: By total district enrollment, derived from Market Data Retrieval File (Revised 9/5/80)

Small	1-2,499 students
Medium	2,500-9,999 students
Large	10,000 or more students

(2) Regions and divisions used by the U.S. Department of Commerce, Bureau of the Census, in Current Population Survey tabulations, as follows:

Northeast

Connecticut
Maine
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Rhode Island
Vermont

North Central

Illinois
Indiana
Iowa
Kansas
Michigan
Minnesota
Missouri
Nebraska
North Dakota
Ohio
South Dakota
Wisconsin

South

Alabama
Arkansas
Delaware
District of Columbia
Florida
Georgia
Kentucky
Louisiana
Maryland
Mississippi
North Carolina
Oklahoma
South Carolina
Tennessee
Texas
Virginia
West Virginia

West

Alaska
Arizona
California
Colorado
Hawaii
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Washington
Wyoming

(3) Metropolitan Status designations are those used by the U.S. Department of Commerce, Bureau of Census, in Current Population Survey tabulations, as follows:

Central City

Urban Fringe

Nonmetro

Derived from Market Data Retrieval File (Revised 9/5/80)

APPENDIX B

NONPUBLIC SPECIAL PURPOSE SAMPLE DISTRICTS BY REGION, METROPOLITAN STATUS, AND SIZE OF ENROLLMENT

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NONPUBLIC SPECIAL PURPOSE SAMPLE DISTRICTS BY REGION, METROPOLITAN STATUS, AND SIZE OF ENROLLMENT

	NORTHEAST	NORTH CENTRAL	SOUTH	WEST
CENTRAL CITY	District 1 (L)* District 4 (L) District 7 (L) District 12 (L) District 15 (M) District 20 (M)	District 3 (L) District 5 (L) District 8 (L) District 14 (L) District 16 (M)	District 2 (L) District 9 (L)	District 6 (L) District 11 (L) District 13 (L)
URBAN FRINGE	District 18 (M)	District 17 (M)		District 10 (L)
NONMETRO		District 19 (M)		

*Key: District Enrollment
S = Small--1-2,499 students
M = Medium--2,500-9,999 students
L = Large--10,000 or more students

APPENDIX C

TOTAL NATIONAL ENROLLMENT ELEMENTARY/ SECONDARY GRADES AND TITLE I PARTICIPATION BY PUBLIC/NONPUBLIC SECTORS, SCHOOL YEAR 1979-80

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TOTAL NATIONAL ENROLLMENT ELEMENTARY/SECONDARY GRADES
AND TITLE I PARTICIPATION BY PUBLIC/NONPUBLIC SECTORS,
SCHOOL YEAR 1979-80

	1979-80 SCHL. YR. ENROLLMENT IN ELEMENTARY/SECONDARY SCHOOLS*	PERCENT OF TOTAL ENROLLMENT	1979-80 SCHL. YR ENROLLMENT IN TITLE I**	PERCENT OF TOTAL TITLE I PARTICIPANTS	PERCENT OF TOTAL EL/SEC IN TITLE I
Public	40,949,000	89.1%	5,099,571	96.4%	12.5%
Nonpublic	5,028,865	10.9	192,944	3.6	3.8
	45,977,965	92.0	5,292,515	100.0	

*Source: NCES, "A Comparison of Selected Characteristics of Private and Public Schools, mimeographed, 1982, p. 7. While NCES data are viewed to be the most accurate and current information on nonpublic schools in the United States, there may be some reasons to suspect data collection biases which could result in underestimates for nonpublic participation figures (Cooper, 1982).

**Source: U.S. Department of Education tables in "1980 Performance Reports," regular school term, excluding children in local institutions for the neglected or delinquent.

APPENDIX D

PERCENTAGE OF NONPUBLIC ENROLLMENT BY REGION AND METROPOLITAN STATUS: TOTAL AND TITLE I ENROLLMENTS

APPENDIX D

PERCENTAGE OF NONPUBLIC ENROLLMENT BY REGION AND METROPOLITAN STATUS: TOTAL AND TITLE I ENROLLMENTS

	NORTHEAST		NORTH CENTRAL		SOUTH		WEST	
	TOTAL * %	TITLE I ** %	TOTAL * %	TITLE I ** %	TOTAL * %	TITLE I ** %	TOTAL * %	TITLE I ** %
CENTRAL CITY	20.3	11.5	17.3	6.8	12.4	2.0	14.0	5.7
URBAN FRINGE	10.3	8.3	12.5	5.0	9.4	3.3	7.1	2.1
NONMETRO	7.1	4.5	6.1	4.5	4.2	1.5	2.8	1.5
REGIONAL AVERAGE	12.5	9.7	11.5	5.8	7.8	1.9	7.9	3.3

*Source: NCES, Conditions of Education: 1981 Edition, p. 62, school year 1979-80.

**Source: Title I District Practices Study, 1981-82 school year.

APPENDIX E

SUPPORTING DATA FOR TITLE I SERVICES TO NONPUBLIC SCHOOL STUDENTS FROM REPRESENTATIVE SITE VISIT SAMPLE

APPENDIX E

SUPPORTING DATA FOR TITLE I SERVICES TO NONPUBLIC SCHOOL STUDENTS FROM REPRESENTATIVE SITE VISIT SAMPLE

Weekly Amount of Title I Instruction (Title I instructors)*

	$\bar{X}$ Length of Title I Class Period in Minutes		$\bar{X}$ No. Times/ Week		Minutes/ Week		Hours/ Week
Public	52	=	4.6	=	239.2	=	3.99
Nonpublic	37.5	=	4.2	=	157.5	=	2.63

Class Size and Pupil-Instructor Ratio

What is the average number of students served in a Title I class?

Public $\bar{X}$ = 9.8

Nonpublic $\bar{X}$ = 6.4

On average, how many Title I staff members work with Title I students? (Title I instructor)

	Public	Nonpublic
$\bar{X}$ Number of teachers	1.2	1.1
$\bar{X}$ Number of aides	1.0	.6

Instructor Experiences and Qualifications

How long have you worked in Title I? (Title I instructor)

Public $\bar{X}$ = 5.5 years

Nonpublic $\bar{X}$ = 5.5 Years

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*The category of respondent is indicated within the parentheses. Public school officials provided data for public school students, and nonpublic staff provided information on nonpublic students' services.

How long have you worked in this district? (Title I instructor)

Public $\bar{X}$ = 12.8

Nonpublic $\bar{X}$ = 8.3

How long have you worked in this district? (regular classroom teacher)

Public $\bar{X}$ = 11.1

Nonpublic $\bar{X}$ = 7.4

From whom do most students receive their Title I instruction? (regular classroom teacher)

	Public	Nonpublic
Certified teacher	70%	77%
Teaching aide/Other	30%	23%

Does this school have the kind of Title I instructors you want? (Principal)

	Public	Nonpublic
Yes	92%	84%
No	7%	16%

Coordination of Title I Instruction with the Regular School Curriculum

Did you have any problem in teaching the Title I students or the rest of the class because of the way Title I instruction was arranged (i.e., scheduling, location)? (regular classroom teacher)

	Public	Nonpublic
Yes	24%	20%
No	76%	81%

On average, how often do you meet with the regular classroom teacher to coordinate instruction? (Title I instructor)

	Public	Nonpublic
Daily	17%	22%
Once or twice a week	42%	48%
Once or twice a month	22%	19%
Less than every other month	9%	5%

Location of Title I Instruction

Where do Title I teachers usually work with their students? (Title I instructor)

	Public	Nonpublic
Regular classroom with only Title I students	13%	13%
Regular classroom also with non-Title I students	20%	18%
In another room in school	63%	61%
Specially equipped room in another building	3%	3%
Other locations	2%	5%

APPENDIX F

TITLE I DIRECTOR INTERVIEW QUESTION: "DID THE LEVEL OF TITLE I SERVICES GOING TO NONPUBLIC SCHOOL STUDENTS CHANGE 10% OR MORE, IN RELATION TO YOUR TOTAL TITLE I SERVICES BETWEEN 1978 AND 1981?"

APPENDIX F

TITLE I DIRECTOR INTERVIEW QUESTION: "DID THE LEVEL OF TITLE I SERVICES GOING TO NONPUBLIC SCHOOL STUDENTS CHANGE 10% OR MORE, IN RELATION TO YOUR TOTAL TITLE I SERVICES BETWEEN 1978 AND 1981?" (N = 88)

DISTRICT ENROLLMENT CATEGORY*

	SMALL	MEDIUM	LARGE	TOTAL
Increased by at least 10%	7.7%	0%	21%	9%
Changed less than 10%	42%	39%	62%	48%
Decreased by at least 10%	0%	9%	14%	8%
No Title I Program for Nonpublic Students**	50%	52%	3%	35%

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*Enrollment categories

Small = 1-2,499
Medium = 2,500-9,999
Large = 10,000 or larger

**These percentages when compared to other data from the study suggest that some districts without Title I programs for nonpublic students probably indicated a change of less than 10 percent for this question.

SPECIAL REPORTS FROM THE TITLE I DISTRICT PRACTICES STUDY

CURRENT TITLE I SCHOOL AND STUDENT SELECTION PROCEDURES AND IMPLICATIONS FOR IMPLEMENTING CHAPTER 1, ECIA	*Michael J. Gaffney and Daniel M. Schember*
THE EFFECTS OF THE TITLE I SUPPLEMENT-NOT-SUPPLANT AND EXCESS COSTS PROVISIONS ON PROGRAM DESIGN DECISIONS	*Michael J. Gaffney and Daniel M. Schember*
THE INFLUENCE OF TITLE I BUDGET CUTS ON LOCAL ALLOCATION DECISIONS: SOME PATTERNS FROM PAST AND CURRENT PRACTICES	*Richard Apling*
NONPUBLIC SCHOOL STUDENTS IN TITLE I, ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES	*Richard Jung*
PAPERWORK AND ADMINISTRATIVE BURDEN FOR SCHOOL DISTRICTS UNDER TITLE I	*Victor Rezmovic and J. Ward Keesling*
TECHNICAL ASSISTANCE AND LOCAL PROGRAM IMPLEMENTATION IN TITLE I, ESEA	*Brenda J. Turnbull*
TITLE I SERVICES TO STUDENTS ELIGIBLE FOR ESL/BILINGUAL OR SPECIAL EDUCATION PROGRAMS	*Maryann McKay and Joan Michie*